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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Special Committee on Peace-keeping Operations

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I. INTRODUCTION

1. The General Assembly, in its resolution 48/42 of 10 December 1993, took note of the report of the Special Committee on Peace-keeping Operations (A/48/173) and decided that the Special Committee, in accordance with its mandate, should continue its efforts for a comprehensive review of the whole question of peace-keeping operations in all their aspects; and requested the Special Committee to submit a report on its work to the Assembly at its forty-ninth session.

2. In accordance with General Assembly resolution 2006 (XIX) of 18 February 1965 and 43/59 B of 6 December 1988, the Special Committee is composed of the following Member States: Afghanistan, Algeria, Argentina, Australia, Austria, Canada, China, Denmark, Egypt, El Salvador, Ethiopia, France, Germany, Guatemala, Hungary, India, Iraq, Italy, Japan, Mauritania, Mexico, Netherlands, Nigeria, Pakistan, Poland, Romania, Sierra Leone, Spain, Thailand, Russian Federation, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela and Yugoslavia. 1/

3. The Special Committee on Peace-keeping Operations held six meetings on 28, 30 and 31 March and on 5, 6 and 29 April 1994.

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* A/49/50/Rev.1.

4. Opening the 118th meeting, on 28 March, Mr. Kofi Annan, Under-Secretary-General for Peace-keeping Operations, gave an overview of steps taken in the past year to enhance the Organization's capacity to meet new peace-keeping challenges. He mentioned in particular the setting up of a high-level task force to serve as the Secretary-General's primary instrument of coordination among the relevant departments and to provide options and recommendations on issues of policy, as well as the strengthening and restructuring of the Department of Peace-keeping Operations. However, he stressed that the main tasks ahead in the area of peace-keeping rested with Member States. Peace-keeping operations could only be realized when Member States were full and committed partners, willing to provide the requisite personnel, equipment and financing. The principle of United Nations command was essential in order to achieve a broad-based international character as well as operational effectiveness. The Secretariat had made a concerted effort to facilitate adherence to that principle by organizing regular briefings for Governments that had contributed troops and civilian personnel to some of the more difficult operations. Those briefings were now frequently also attended by members of the Security Council. Based on that practice, methods were being explored for closer coordination between the Council, the troop-contributing Member States and the Secretariat.

5. Mr. Annan stated that the failure of a large number of Member States to meet their financial obligations in a timely manner hampered the Organization in the discharge of its responsibilities in the area of peace-keeping. Furthermore, effective and credible peace-keeping required sustained political resolve, able to stand up under pressure. He stated that disengagement each time a situation became dangerous, for example as a result of public pressure, would be a devastating blow to the credibility of the concept of collective security. In that context, Mr. Annan suggested that Governments might define objectives and assess risks in an explicit manner, thus encouraging an informed public debate. He underlined that a flexible mandate enhanced an operation's ability to be effective and responsive to changes on the ground. In conclusion, Mr. Annan thanked the Special Committee for the crucial support it had provided in strengthening the instrument of peace-keeping. He suggested that in the present circumstances the Committee might find it advantageous to focus on a few crucial issues, examine them thoroughly, and provide specific recommendations.

6. At the same meeting, the Special Committee elected the following representatives as the Committee's officers for a term of one year: Ambassador Ibrahim A. Gambari (Nigeria), as Chairman; Ambassador Emilio J. Cardenas (Argentina), Ambassador David Malone (Canada), Mr. Toshio Sano (Japan) and Mr. Grzegorz Polowzcyk (Poland), as Vice-Chairmen; and Mr. Abderahman S. Abderahman (Egypt), as Rapporteur.

7. The Special Committee also discussed its organization of work and decided to establish an open-ended Working Group, to be chaired by Canada, to consider the substance of the mandate entrusted to the Committee by the General Assembly in its resolution 48/42.

8. The Special Committee received requests for observer status from the Permanent Missions to the United Nations of Azerbaijan, Belgium, Brazil, Bulgaria, Chile, Colombia, Cuba, Cyprus, the Czech Republic, Fiji, Finland,

Greece, Indonesia, the Islamic Republic of Iran, Ireland, Israel, Kenya, the Libyan Arab Jamahiriya, Lithuania, Luxembourg, Malaysia, Nepal, New Zealand, Nicaragua, Norway, the Philippines, Portugal, the Republic of Korea, the Republic of Moldova, Senegal, Singapore, the Slovak Republic, Sri Lanka, Sweden, Switzerland, the United Republic of Tanzania, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukraine, Uruguay, Viet Nam and Zimbabwe. The Committee took note of their requests and welcomed their participation in the meetings of the Committee and its open-ended Working Group as observers.

9. As a basis for its discussion, the Special Committee had before it the report of the Secretary-General containing further observations and suggestions on peace-keeping operations submitted by Member States at the request of the General Assembly in paragraph 81 of its resolution 48/42 (A/AC.121/41 and Add.1). Also before the Committee was a draft working document, Bureau Working Document No. 1 and revisions, which was prepared by the Bureau based, inter alia, on the submissions of Member States to the Secretary-General, containing a list of specific items and elements for possible consideration by the Committee.

II. GENERAL DEBATE AND WORKING GROUP CONSIDERATIONS

10. At its 118th to 122nd meetings, on 28, 30 and 31 March and on 5 and 6 April, the Special Committee held a general debate on the matters before it.

11. At the 119th meeting, on 30 March, Mr. Peter Hansen, Under-Secretary-General for Humanitarian Affairs, addressed the Special Committee. Mr. Hansen elaborated on the increase in violent conflicts, which was coupled with an ever higher number of casualties among the civilian population. Humanitarian activities were aimed at the prevention and alleviation of life-threatening suffering, and included not only measures to improve material well-being, but also to ensure respect for basic human rights. In his view, humanitarianism comprised three elements: concern for the well-being and integrity of victims, strict observance of political neutrality and non-discrimination in the provision of assistance. The provision of humanitarian assistance could be a powerful force in generating conditions for peace. However, care should be taken to avoid the danger of a politicization of humanitarian action. In conclusion, Mr. Hansen underlined the importance of a continuing dialogue between all actors in the field of peacemaking, peace-keeping and humanitarian action.

12. At the 120th meeting, on 31 March, Mr. Mohamed Aly Niazi, Assistant-Secretary-General for Inspections and Investigations, addressed the Special Committee. Mr. Niazi drew attention to the progress report of the Secretary-General on the in-depth evaluation of peace-keeping: start-up phase (E/AC.51/1994/3), in which issues were examined relating to the capacity of the Organization to learn from experience and in which a review was made of the status of a ready capacity to act for six of the main substantive components of complex missions, as well as the possibility of some start-up preparation during pre-mission negotiations. A second part of the in-depth evaluation would be devoted to support functions having a bearing on the start-up phase, as well as to more substantive questions of overall direction, interrelationships among

peace-keeping components and the interface between humanitarian and peace-keeping operations.

13. The general debate was followed by discussions in the informal open-ended Working Group, which convened 13 meetings between 7 and 22 April. As a basis for its consideration, the Working Group had before it Bureau Working Document No. 2 and revisions, which contained specific proposals from delegations for inclusion in the conclusions and recommendations of the present report.

14. On 7 April, the Chairman of the Ad Hoc Committee on the Elaboration of an International Convention on the Safety and Security of United Nations and Associated Personnel, Ambassador Philippe Kirsch (Canada), addressed the Working Group. Mr. Kirsch said that three main issues had emerged in the deliberations of the Ad Hoc Committee: first, effective punishment of those guilty of crimes against United Nations and associated personnel; second, the development and consolidation of international law defining rights and obligations of States and of United Nations personnel; and third, the definition of the scope of the envisaged convention with regard to the personnel and type of operations to be covered. Two working groups had been set up to deal with those issues.

15. On 12 April, the Under-Secretary-General for Peace-keeping Operations attended the Working Group to reply to questions put by delegations. Major-General Maurice Baril, Military Adviser to the Secretary-General, Mr. Dennis Beissel, Acting-Director of the Field Administration and Logistics Division, Department of Peace-keeping Operations, Mr. Patrick Blagden, on behalf of the Military Adviser to the Secretary-General, Mr. Leon Hosang, Assistant Director of the Unit for Peace-keeping Matters and Special Assignments, Financial Management and Control Division, Mr. Franz Baumann, Executive Officer in the Department of Peace-keeping Operations, Mr. Olara Otunnu, President of the International Peace Academy, as well as Mr. David Curzon, Chief of the Central Evaluation Unit, also attended meetings of the Special Committee or its Working Group. Throughout its deliberations, Mr. Joachim Hütter, Principal Officer in the Department of Peace-keeping Operations, attended the Working Group meetings to provide information and answer questions asked by delegations.

16. On 20 April, Ambassador Francesco P. Fulci (Italy), addressed the Special Committee on behalf of the Chairman-in-Office of the Conference on Security and Cooperation in Europe (CSCE). He elaborated on two areas: (a) the acquis of general rules and principles accepted by all the CSCE member States; and (b) considerations and current experiences on the ground. In his statement, Mr. Fulci stressed that CSCE considers peace-keeping an element of critical but not exclusive importance in the realm of conflict prevention and crisis management. In the CSCE perspective, peace-keeping must always complement, not replace, the political process.

17. The debate of the Special Committee was marked by an intensive exchange of substantive and constructive views on general and specific aspects of peace-keeping operations. Many delegations drew attention to recent setbacks and successes in United Nations peace-keeping and stated that there was a need to consolidate, take stock and draw conclusions from recent experiences. While the debate covered the whole spectrum of peace-keeping-related matters, some delegations felt that at this juncture the Committee should limit the scope of

its discussion and focus on some crucial areas; the report of the Committee to the General Assembly should consequently be of a succinct nature.

18. Many delegations welcomed the report of the Secretary-General on improving the capacity of the United Nations for peace-keeping (A/48/403-S/26450) and the proposals contained therein. Delegations stated that many of those proposals merited serious consideration. Many delegations also expressed their appreciation for the efforts of the Department of Peace-keeping Operations in coping with an ever increasing workload and responsibility.

19. Several delegations reiterated that United Nations operations had moved beyond the traditional concept of peace-keeping, taking on complex tasks in sometimes very difficult situations. Elements such as electoral assistance, humanitarian relief activities, human rights monitoring, assistance to nation-building, border-monitoring and enforcement of sanctions had now come to be associated with United Nations peace-keeping. Other delegations, however, expressed reservations over some of these elements, reiterating that many of the activities were independent of peace-keeping operations, with different sources of mandate and financing, and that this independence needed to be preserved. According to some delegations the inclusion of these elements in a peace-keeping operation was conditional to the consent of all parties involved.

20. Some delegations stressed that peace-keeping was but one of many means available to the United Nations in maintaining international peace and security. Peace-keeping should be seen as a measure of a temporary nature, which could not substitute for attempts to arrive at a political solution of a given problem. Peace-keeping operations should in principle only be destined to help solve major disputes for which they could rally broad support within the international community. United Nations peace-keeping efforts could however help create an environment conducive to a political settlement. Some delegations considered that there was a need to focus on a definitive settlement of the conflict or dispute itself. Some delegations underlined the importance of the concepts of demilitarized zones and preventive deployment of troops, while other delegations underscored the need to exercise caution with regard to the latter. Some delegations also stressed that a durable cease-fire and/or the readiness to disarm should constitute a central prerequisite for peace-keeping operations.

21. A number of delegations stated their conviction that peace-keeping should be considered in relation to the overall activities of the United Nations through a comprehensive approach and expressed the view that more energy and resources should be devoted to addressing root causes of conflict, especially in the spheres of social and economic development. Some delegations expressed the view that there could not be long-lasting and stable peace without efforts to focus on social and economic development, and they voiced concern that the United Nations should seek to resolve conflict solely by military means. Several delegations underlined the importance of mechanisms for follow-up to peace-keeping operations. It was suggested that the convening of an economic assistance conference to lay the groundwork for economic rehabilitation and recovery could facilitate the settlement of a conflict.

22. Many delegations believed that mandates for peace-keeping operations should be clear and achievable, and clearly linked to the resources expected to

be available to implement those mandates. When appropriate, operations should have a time-frame setting out the main political objectives. Delegations also perceived a need for better coordination of peace-keeping and humanitarian activities.

23. Some delegations underscored that all aspects of peace-keeping operations should adhere strictly to the principles and purposes of the Charter, in particular the principles of respect for sovereign equality, territorial integrity of States and non-interference in their internal affairs. In their view, peace-keeping operations should be impartial, of a non-intrusive and non-interventionist nature, mandated on the basis of the consent of all the parties concerned and in principle at the request of Member States involved. Use of force should be limited to self-defence, and recourse to Chapter VII of the Charter should in principle be a measure of last resort.

24. Some delegations felt that parties to a dispute must comply with the mandate of a peace-keeping operation and fully implement related decisions and agreements entered into for the settlement of the dispute. It was also stressed that parties could not unilaterally alter the mandate, duration or character of an operation approved by the Security Council. Other delegations stressed the need for a pacific settlement of disputes by the parties through means of their own choice.

25. On the question of the decision-making process leading up to the establishment of a peace-keeping operation, some delegations believed that consultations as appropriate should be held to achieve transparency and to facilitate the widest possible participation of Member States. In this connection, a number of delegations expressed the view that the role of the General Assembly in peace-keeping matters should be enhanced.

26. Many delegations expressed their appreciation for the increased number of briefings on current operations, including those given by Special Representatives of the Secretary-General and Force Commanders, with the participation of members of the Security Council. This was a step towards the development of improved mechanisms for effective consultations in all stages of peace-keeping operations. Some delegations suggested that this practice should be institutionalized.

27. The idea of periodic review of all peace-keeping operations was emphasized by a number of delegations. In this context, some delegations underlined the importance of receiving performance reports on all peace-keeping operations. Several delegations felt that consideration should be given to terminating those mandates of peace-keeping operations which had become unworkable.

28. With regard to the strengthening of Secretariat units directly concerned with peace-keeping, many delegations welcomed the recent strengthening and streamlining of the Department of Peace-keeping Operations and, in particular, supported the creation of a planning cell and a policy and analysis unit. Many delegations supported a further strengthening of the Department of Peace-keeping Operations, noting that an enhanced headquarters staff would help to improve the capacity of the Organization in the areas for planning and for command and control of peace-keeping operations. With regard to planning, some delegations

stressed that personnel, both military and civilian, designated for senior positions in the field should be involved in the planning of new operations.

29. Many delegations considered that the issue of command and control was one of the central issues currently facing the Organization. They stressed the need for a unified United Nations command and control structure and for clear and precise formulation of mandates. Some delegations stressed in this regard the principle of exclusive command. United Nations Headquarters should bear the responsibility of providing strategic political and military direction to missions in the field. The responsibility for more detailed operational planning and command should rest with Special Representatives of the Secretary-General and Force Commanders. Some delegations drew attention to the importance of coordination between different departments within the United Nations Secretariat in cases where their respective areas of competence overlapped.

30. Many delegations stressed the need to strengthen the consultation process with troop-contributing countries at Headquarters and to strengthen coordination in the field on issues affecting the planning and management of peace-keeping operations. It was understood that the Secretariat interpreted the term "troop-contributing" countries in a broad sense, including contributions of various sorts, not just troops.

31. The persistent financial difficulties of peace-keeping operations continued to be a major source of concern. Many delegations drew attention to the "cash crisis", which threatened to undermine seriously the Organization's capacity to execute the peace-keeping tasks entrusted to it. The dominant view among delegations was that peace-keeping was a collective responsibility to be borne by all Member States under the Charter. Consequently, all assessed contributions must be paid in full and on time. Concerns were expressed at delays in reimbursement for troop and equipment costs, which caused difficulties, especially for developing countries, and which undermined the principle of the universality of peace-keeping operations. Several delegations believed that the proposals for a unified peace-keeping budget and streamlining of budget approval and assessment procedures were worth serious consideration, while some other delegations expressed reservations with regard to a unified peace-keeping budget. Some delegations called for the reinforcement of audit and inspection mechanisms.

32. Some delegations stated that the current special assessment scale should be maintained and institutionalized, as it reflected the special responsibility of the permanent members of the Security Council as well as the limited financial capacity of developing countries. However, other delegations believed that the current system was obsolete and that it should be changed into an equitable and predictable system. The administrative burden associated with current peace-keeping budgeting and financing procedures was highlighted. Several delegations believed that the sources of funding for peace-keeping could be diversified so as to include donations from business corporations and other non-governmental sources. Other delegations reiterated in this context that peace-keeping operations were a collective responsibility of Member States.

33. The Secretary-General's proposal to establish standard costs in budgeting for items that regularly appear in peace-keeping budgets and also to standardize job descriptions, ratios of vehicles, computers and other equipment based on programme components was considered to merit close attention since this could be an important tool for raising efficiency. Many delegations voiced their interest in a list of standard rates for reimbursement for depreciation of contingent-owned equipment.

34. A number of delegations welcomed the work of the Standby Arrangements Planning Team and looked forward to seeing the compilation of lists of units and resources that Member States could put at the disposal of the Secretary-General on a case-by-case basis, bearing in mind the characteristics of each peace-keeping operation and pending a final decision of the Member States concerned. With regard to the increasingly important civilian elements of peace-keeping operations, such as civil police, human rights protection, election monitoring and civil administration, some delegations welcomed the current efforts by the United Nations on a standby planning exercise similar to that already undertaken for military units. Some delegations, however, expressed reservations about the inclusion of these elements in peace-keeping operations.

35. Several delegations considered that the idea of limited revolving stockpiles deserved consideration and that the financial implications of this concept needed to be fully examined. Another possibility mentioned by those delegations was the use of dormant (standby) contracts with both commercial sources and Member States for frequently used items. Some delegations emphasized the need to adhere to the process of international competitive bidding and felt that standby agreements could adversely affect that principle. Several delegations mentioned the need to enhance the logistic capacity of the United Nations and advocated the use of standard operating procedures for all areas of logistical support.

36. The safety and security of United Nations personnel remained an issue of concern. Several delegations stated that safety and security of all personnel participating in an operation should be included in the planning for and execution of peace-keeping operations. Some delegations believed that the Organization should be given sufficient means and resources to ensure the safety and security of United Nations personnel. Some delegations suggested that the Secretary-General examine, as appropriate, cases of attacks against peace-keeping personnel, in an effort to enhance the effectiveness of United Nations efforts for the protection of peace-keepers. Many delegations looked forward to a substantive outcome from the deliberations of the Ad Hoc Committee on the Elaboration of an International Convention on the Safety and Security of United Nations and Associated Personnel. On the issue of compensation for death and disability, some delegations urged that a uniform scale of such compensation be established.

37. Many delegations, pointing to the experience gained by the United Nations operation in Cambodia, emphasized the importance of public information and called for a proactive approach in this area. It was considered essential to inform local populations of the nature of the United Nations operations on their territory and to provide the international media with objective information.

38. Delegations generally acknowledged the importance of training for peace-keeping personnel, both military and civilian. Although such training was primarily a responsibility for individual Member States, many delegations welcomed the efforts undertaken by the Secretariat, in particular the work undertaken to develop a standard curriculum.

39. Many delegations expressed the view that countries experienced in peace-keeping should send personnel to participate in the work of staff colleges in other countries and help develop their training programmes, or be willing to receive personnel from other countries for those purposes. Another possibility was to organize training on a regional basis. Some delegations believed that a study could be undertaken of the feasibility of a United Nations peace-keeping staff college.

40. Some delegations stressed the importance of elaborating a United Nations doctrine that took account of the changing nature of peace-keeping operations, the relationship between military, civil and humanitarian aspects, and the necessity for the United Nations to act impartially and, where possible, on the basis of consent. Some delegations felt that the approach should be one of coordination between those activities and suggested that appropriate guidelines should be developed in that respect.

41. Many delegations were of the view that cooperation in peace-keeping with regional organizations and arrangements, in accordance with their respective mandates and the Charter, should be further developed. Some delegations stated that such cooperation should also include the exchange of information between the United Nations and the relevant organizations and arrangements.

42. In view of the growing interest of Member States in the work of the Special Committee, some delegations proposed that its membership be open-ended.

III. PROPOSALS, RECOMMENDATIONS AND CONCLUSIONS

43. The Special Committee takes note of the Secretary-General's report on improving the capacity of the United Nations for peace-keeping (A/48/403-S/26450).

A. Definition and implementation of mandates

44. The Special Committee emphasizes that respect for the principles of sovereignty, territorial integrity and political independence of States and non-intervention in matters that are essentially within the domestic jurisdiction of any State is crucial to common efforts, including peace-keeping operations, to promote international peace and security.

45. The Special Committee stresses the need to address effectively the underlying causes of conflict.

46. The Special Committee believes that peace-keeping operations contribute to but are not a substitute for the political settlement of disputes. Therefore

such operations should be preceded and accompanied, as appropriate, by the use of all possible means for the peaceful settlement of disputes in accordance with the provisions of the Charter of the United Nations. The Special Committee urges parties involved in longstanding peace-keeping operations to find political solutions to outstanding disputes.

47. The Special Committee believes that a clear and precise formulation of the mandate, based on a careful analysis of the situation on the ground, by the Secretary-General and the Security Council, incorporating achievable objectives, within a clear time-frame, which should contribute to a political solution and which are clearly related to the availability of the resources essential for their implementation, is of paramount importance.

48. The Special Committee underlines the importance of considering on a case-by-case basis demilitarized zones and preventive deployment of troops as indicated in General Assembly resolution 47/120 B of 20 September 1993.

49. The Special Committee, taking into account the principles that have guided peace-keeping operations and the increasingly complex nature of peace-keeping operations, stresses the importance of the elaboration of a set of principles and guidelines, and the need to consider on a case-by-case basis the coordination between political, military, civil and humanitarian aspects, as well as the need for United Nations operations to continue to fulfil their mandates impartially. The Committee also requests the Secretary-General, in consultation with Member States, to develop further common definitions of terms used in peace-keeping and peace-keeping-related activities.

B. Consultation and coordination mechanisms

50. The Special Committee, mindful that the Security Council bears primary responsibility for the maintenance of international peace and security, stresses that the Charter also provides for General Assembly functions and powers in this regard. In addition to its responsibility for financing peace-keeping operations, the Assembly could, inter alia, recommend, in accordance with relevant articles of Chapter IV of the Charter, principles and guidelines for the conduct of peace-keeping operations, for their effective management and, consistent with the Charter, for encouraging support of their mandates.

51. The Special Committee, noting that the views of troop-contributing countries are of critical importance, calls for enhanced arrangements for consultations and exchange of information with troop-contributing countries regarding peace-keeping operations, including their planning, management and coordination, throughout the duration of these operations. The Special Committee welcomes the recent practice of members of the Security Council, including its President, of attending meetings between the Secretariat and troop-contributing countries, and agrees with the Secretary-General that this constitutes a step towards the development of improved mechanisms for effective consultation. Such consultations are particularly important when the Security Council is considering changes to or significant extensions of the mandates of existing missions.

52. In that regard, the Special Committee recommends the regular transmission of situation reports to troop-contributing countries, members of the Security Council, and where possible other Member States, on all peace-keeping operations.

C. Evaluation of operations

53. The Special Committee requests the Secretary-General, once again, to provide periodically to Member States analytic reports on the performance of all peace-keeping operations.

54. The Special Committee, noting the Secretary-General's progress report on the in-depth evaluation of peace-keeping: start-up phase (E/AC.51/1994/3), believes that a continuing process of in-depth evaluation of various phases and aspects of peace-keeping operations is important to the deliberations on improving the capacity of the United Nations for peace-keeping.

D. Command and control

55. The Special Committee stresses the need for a unified and well-defined United Nations command and control structure, incorporating a clear delineation of functions between United Nations headquarters and the field. While operational matters should basically be the responsibility of the force commander, United Nations Headquarters is responsible for overall control and political direction.

56. The Special Committee confirms that as a leading principle a peace-keeping operation should be under the operational control of the United Nations in accordance with its mandate and taking into account the intended tasks of the units provided, and according to the agreement between the Secretary-General and the troop-contributing countries, and that the appropriate channel for raising specific national concerns regarding the course of actions pursued in an operation is through United Nations Headquarters.

57. The Special Committee stresses the need for effective coordination between the field headquarters and contingent commanders on issues affecting the planning and the management of a peace-keeping operation.

58. The Special Committee urges that immediate steps be taken to strengthen present arrangements in the United Nations for political direction, military command and control and consultations, and to improve coordination when required with the humanitarian and other civilian aspects of peace-keeping operations, both at United Nations Headquarters and in the field, and looks forward to the report of the Secretary-General in this regard requested in General Assembly resolution 48/43 of 10 December 1993.

E. Enhancing the capacity of the United Nations for peace-keeping

1. Finances

59. The Special Committee reaffirms that the financing of peace-keeping operations is the collective responsibility of all Member States in accordance with Article 17, paragraph 2, of the Charter of the United Nations, and reiterates its call upon all Member States to pay their assessed contributions in full and on time. The Special Committee commends those Member States which have offered voluntary contributions in addition to their assessed ones and encourages other Member States, including those directly concerned in a dispute that has resulted in deployment of a peace-keeping operation, to do the same, including in-kind, in accordance with their financial capacity and the financial regulations and rules of the United Nations.

60. The Special Committee expresses deep concern about the adverse effect that the deteriorating financial situation has on the reimbursement of troop contributors, many of which are developing countries, placing an additional burden on all troop-contributing countries and putting at risk the continuing supply of troops to United Nations peace-keeping operations and, consequently, the effective implementation of the mandates.

61. The Special Committee takes note of the important proposals on rationalization of the budgetary process contained in section V of the Secretary-General's report on improving the capacity of the United Nations for peace-keeping (A/48/403-S/26450) and looks forward to their active consideration by the appropriate bodies on an urgent basis.

62. The Special Committee recommends that decisions on the allocation of additional resources for peace-keeping operations should be taken without prejudice to decisions on the allocations of future resources intended for international cooperation for development.

63. The Special Committee calls for a better mechanism of financial control including reinforcement of audit and inspection mechanisms.

64. The Special Committee stresses the need to delegate the appropriate degree of financial and administrative authority to Force Commanders or Special Representatives while ensuring that measures relating to responsibility and accountability are strengthened in order to increase the missions' capacity to adjust to new situations and specific requirements.

65. The Special Committee requests the Secretary-General to continue his consultations with Member States with a view to concluding as soon as possible his current review of the rates of reimbursement for depreciation of contingent-owned equipment deployed at the request of the United Nations.

66. The Special Committee stresses the importance attached to the ongoing review of current arrangements for compensation for death, injury or illness attributable to peace-keeping service, in order to develop equitable arrangements and encourages appropriate forums to consider this matter on an

urgent basis, and requests the Secretary-General to make available to the General Assembly at its forty-ninth session the report currently in preparation.

2. Resources

67. The Special Committee welcomes the work of the Standby Arrangements Planning Team and notes that some Member States have already made commitments to the Secretary-General in this regard. In this connection, the Committee looks forward to the completion of the compilation of lists of units, forces, capabilities or resources that Member States would in principle be prepared to put at the disposal of the United Nations on a case-by-case basis, subject to the agreement of the Government concerned. The Special Committee also recommends that the list should be periodically updated and brought to the attention of Member States.

68. The Special Committee recognizes the need to enhance the United Nations logistics capability and considers that a first step would be the creation of standard operating procedures for all areas of logistics support. In this connection, the Committee welcomes the preparation of a United Nations logistics manual.

69. The Special Committee considers that all implications of creating limited stockpiles of equipment should be examined in the appropriate bodies of the United Nations.

70. The Special Committee notes the growing weight of the civilian component in peace-keeping operations. In this respect, the Special Committee underlines the need to implement resolution 48/42, in which the General Assembly requested the Secretary-General to develop a proposal for regularly updated data banks recording the type and the availability of resources Member States could provide, at the request of the United Nations, for civilian peace-keeping duties. In this context, the Committee encourages the Secretary-General to continue his efforts to include civilian personnel, such as police, in the present standby arrangements planning exercise.

71. The Special Committee urges the Secretary-General to consider the endowment of a memorial medal honouring civilian participants in order to encourage their activities.

3. Planning, organization and effectiveness

72. The Special Committee encourages the Secretary-General to continue with his plans to strengthen the Department of Peace-keeping Operations, in order to ensure the best structure and capacity for successfully managing such operations, bearing in mind the need to give due regard to the principle of equitable geographical representation, and notes the organizational approach of the Secretary-General as set out in his report on improving the capacity of the United Nations for peace-keeping (A/48/403-S/26450).

73. The Special Committee welcomes the creation of a policy and analysis unit and a planning unit within the Department of Peace-keeping Operations and considers that those units should be further developed to improve the United Nations capacity to manage peace-keeping.

74. The Special Committee considers it important that force commanders and other key personnel be associated with the planning of peace-keeping operations from the outset and that they should, where feasible, participate in preparatory technical missions to the field. The technical missions should be designed with clear terms of reference. Deployment of some of the members of technical missions to the field at an early stage of an operation is useful.

4. Safety and security of United Nations personnel

75. The Special Committee stresses the need for security of personnel to be an integral part of the planning of any peace-keeping operation and that appropriate measures should be taken to ensure their safety and security.

76. The Special Committee notes with satisfaction the progress achieved at the recent meeting of the Ad Hoc Committee on the Elaboration of an International Convention on the Safety and Security of United Nations and Associated Personnel. The Special Committee attaches great importance to the work of the Ad Hoc Committee and looks forward to the early and successful completion of its mandate.

77. The Special Committee recognizes that overall responsibility for the safety and security of the members of a peace-keeping operation lies with the Secretary-General, who also has to follow the development of the situation and to make timely adjustments in the safety and security arrangements when the situation so requires, and to cooperate closely with troop-contributing countries and the Security Council in this regard. The Special Committee urges the Secretary-General to initiate a dialogue with Member States on possible additional safety measures that can be taken in situations where the current safety measures are deemed inadequate.

78. The Special Committee recommends that the Secretary-General keep troop-contributing countries and the members of the Security Council informed as appropriate on evacuation plans and arrangements.

79. The Special Committee urges the Secretary-General to strengthen the Office of the Security Coordinator in order to facilitate better coordination to ensure the security of the personnel participating in peace-keeping operations, within existing resources.

5. Model agreement

80. The Special Committee notes the importance of concluding arrangements between the United Nations and troop contributors before deployment occurs and stresses that as far as possible those arrangements should be along the lines of

the model agreement outlined in the report of the Secretary-General of 23 May 1991 (A/46/185 and Corr.1).

6. Public information

81. The Special Committee stresses the need for the United Nations to adopt a more proactive approach to public information policy for peace-keeping operations, to inform the local populations of the nature of the United Nations operation, to provide, where possible, troop-contributing countries with materials on peace-keeping operations that may assist them in their domestic public information efforts and to provide the international media with objective information so as to promote a more accurate understanding of United Nations action. In this regard the Committee encourages the Committee on Information to take appropriate action and the Secretary-General to review the function of field headquarters public information activities from the viewpoints of personnel, finance and communications, for further improvement.

82. The Special Committee, pursuant to this end, requests the Secretary-General to train Headquarters and mission staff in dealing with the media, in presenting the case for an operation and commenting on it as it progresses.

7. Training

83. The Special Committee recognizes that the training of personnel for peace-keeping operations is essentially the responsibility of Member States. However, the United Nations should establish basic guidelines and performance standards, and provide descriptive materials.

84. The Special Committee welcomes the efforts of the Secretary-General to develop manuals, including a curriculum module, and a programme of correspondence instruction, which will enable Member States to train personnel provided for United Nations peace-keeping operations, in a standardized and cost-effective manner in accordance with agreed common standards, skills, practices and procedures. In this regard, the Special Committee looks forward to these manuals and other materials being made available to Member States.

85. The Special Committee requests the Secretary-General to investigate the feasibility of initiating a trial programme for "training the trainers", which would be designed to train national peace-keeping trainers as a supplement to national peace-keeping training programmes, and of developing means to strengthen the leadership cadre available for peace-keeping, inter alia, by coordinating relevant training for potential force commanders and other senior military and civilian personnel for peace-keeping leadership and management duties.

86. The Special Committee encourages Member States that have peace-keeping training programmes to share information and experience, and, if requested, to enable other Member States' personnel to participate in the work of national staff colleges to help in the development of training programmes and to receive personnel from other Member States interested in such programmes.

87. The Special Committee encourages the establishment of peace-keeping training centres, on a national or regional basis as deemed appropriate, for military and civilian personnel.

88. The Special Committee recommends that the focal point for peace-keeping training in the Department of Peace-keeping Operations act as a coordinating centre on peace-keeping training matters between the United Nations, national and international peace-keeping training centres to develop links with counterpart bodies and to encourage the exchange of training materials with and between Member States.

89. The Special Committee encourages Member States to examine the feasibility of developing, in their regions, small short-term training teams from Member States experienced in peace-keeping to assist other Member States.

8. Cooperation with regional organizations

90. The Special Committee, bearing in mind the provisions of Chapter VIII of the Charter, stresses the need to enhance the cooperation and coordination between the United Nations and those regional arrangements and agencies able to assist it in its peace-keeping activities in accordance with their respective mandates, scope and composition.

91. The Special Committee welcomes the work recently done in this respect by the Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization

Notes

1/ General Assembly resolution 47/1 applies.